6080149-2
PD-AAF-466-B1

60p.

PROJECT PAPER

Development Training

and

Management Improvement

608-0149

MOROCCO

Table of Contents

		Page
I	Face Sheet Data	1
II	Description of Project	2
	A. Summary	2
	B. The Problem	2
	C. The Strategy	4
	D. Detailed Description of the Project	6
	E. Project Development Background	10
III	Project Analyses	12
	A. Economic Analysis	12
	B. Social and Technical Analysis	13
	C. Administrative Arrangements	17
	D. Environmental Concerns	19
IV	Financial Plan	21
V	Implementation Plan	25
VI	Evaluation Plan	32

Annexes

A. AID Action Strategy for Human Resources Development in Morocco
B. PID and AID/W Approval Message
C. Grantee's Request for Assistance
D. Logical Framework Matrix
E. Draft Description of Project for Project Agreement

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE: A (A = ADD, C = CHANGE, D = DELETE)

PP

2. DOCUMENT CODE: 3

3. COUNTRY/ENTITY: Morocco

4. DOCUMENT REVISION NUMBER:

5. PROJECT NUMBER (7 digits): 608-0149

6. BUREAU/OFFICE: A. SYMBOL NE/NENA; B. CODE 03

7. PROJECT TITLE (Maximum 40 characters): Development Training and Management Improvement

8. ESTIMATED FY OF PROJECT COMPLETION: FY 82

9. ESTIMATED DATE OF OBLIGATION: A. INITIAL FY 78; B. QUARTER 4 (Enter 1, 2, 3, or 4); C. FINAL FY 81

10. ESTIMATED COSTS ($000 OR EQUIVALENT $1 –)

A. FUNDING SOURCE	FIRST FY B. FX	FIRST FY C. L/C	FIRST FY D. TOTAL	LIFE OF PROJECT E. FX	LIFE OF PROJECT F. L/C	LIFE OF PROJECT G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	(150)	( )	(150)	(4,503)	( )	(4,503)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1.						
OTHER U.S. 2.						
HOST COUNTRY						
OTHER DONOR(S)						
TOTALS	150		150	4,503		4,503

11. PROPOSED BUDGET APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	PRIMARY TECH. CODE D. LOAN	E. 1ST FY 78 F. GRANT	E. 1ST FY 78 G. LOAN	H. 2ND FY 79 I. GRANT	H. 2ND FY 79 J. LOAN	K. 3RD FY 80 L. GRANT	K. 3RD FY 80 M. LOAN
(1) EH	601	600		150		2,025		2,328	
(2)									
(3)									
(4)									
TOTALS				150		2,025		2,328	

A. APPROPRIATION	N. 4TH FY ___ O. GRANT	N. 4TH FY ___ P. LOAN	Q. 5TH FY ___ R. GRANT	Q. 5TH FY ___ S. LOAN	LIFE OF PROJECT T. GRANT	LIFE OF PROJECT U. LOAN
(1)					4,503	
(2)						
(3)						
(4)						
TOTALS					4,503	

12. IN-DEPTH EVALUATION SCHEDULED: MM YY

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 (1 = NO, 2 = YES)

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE: Lawrence H. Flynn

TITLE: FFP/USAID/Morocco

DATE SIGNED: MM 05 DD 03 YY 78

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (3-79)

II. Description of Project

A. Summary

This project will provide short- and long-term university-level training principally in the United States and third countries, plus a small amount of related consultant services, in modern planning and management techniques needed to cope with Moroccan economic and social problems, for which local training facilities are unavailable or inadequate. The GOM has recognized a need for increased planning and management skills in the handling of development programs. Training contemplated under this project is expected to cause the trainees to be more efficient, more effective development administrators.

The overall thrust of the project is directed to improving the performance of critical Moroccan public sector institutions in the preparation and implementation of development activities affecting the poor majority. Within that context, the definition of what is training for improvement in development administration, is to be taken relatively broadly. The term is not intended to limit training to inculcation of sound management practices, although this clearly is one major aspect of administrative improvement. In terms of this project, however, administrative training is conceived as embracing aspects of analysis, planning and implementing skills. An individual participant may receive training in any one of these areas. The impact of the project will be realized by the fact that individual improvements in these areas, taken together, should bear very favorably on successful development and operation of programs calculated to benefit Morocco's rural and urban poor.

The total number of Moroccan officials who will receive training through this project is estimated at 220. The selection of participants, arrangements for training and assurance of training utilization will be managed by the GOM Secretariat of State for Training of Cadres (Formation des Cadres), in cooperation with the USAID. Implementation processes will be facilitated by development and review of an annual training program which for the first year of operation has been (tentatively) agreed upon.

B. The Problem

Participants in this program will be individuals currently occupying or clearly expected to occupy key middle-level administrative positions in offices and institutions either directly concerned with economic development or providing collateral support for activities benefitting Morocco's poor majority. The project attempts to respond to recognition (by the GOM as well as the Mission) of the relative weakness of GOM management, budget and planning systems which bear directly on the operation of programs affecting the poor majority, especially in health, nutrition, agriculture and population. This weakness is manifested by in a number of ways. Some of the most critical are noted in the following paragraphs.

-- In most line Ministries, the budget is almost never used as a management tool in attempting to carry out planned development

programs. As a result, approved budget levels are often are not expended.

There is relatively little linkages between policy formation, planning, programming and implementation in major ministries which affect the vital needs of the majority of the population. One example relates to the development of dryland farming. For the most part the technical inputs to this are managed directly through appropriate technical offices of the Ministry of Agriculture, such as the extension office, office of rural productivity, office of dryland irrigation, and so on. However, an essential element to achievement of success in these projects is the assurance of program money flows and timely distribution of (and accountability for) funds to participating agricultural agencies and rural communities. One of the offices most central to this process is the controller's. (This statement undoubtedly could be multiplied concerning regional offices with the same function.) Effective utilization of modern management by that office -- which is not the case currently -- would go far toward assuring that the technical inputs are sufficiently articulated with provision of supplementary resources so that desired combinations (of technical services and financial resources) emerge in the proper sequence and with the dimensions indicated for successful achievement of the program.

While many factors contribute to managerial weaknesses in Morocco, much of this appears to stem from over-centralization of the decision-making process, failure to delegate authority and responsibility and a splite between theory and practice, which owes to both classic Islamic tradition and the French administration practices absorbed under the Protectorate.

-- Government policies and actions responding to those policies are based on a very weak foundation of information and analysis of social and economic realities, especially of the rural areas. Needs have been identified (in part by AID technicians and in part by GOM counterparts) for research and analysis capabilities in such vital matters as demography, biostatistics, agricultural economics, health economics, social sciences, information retrieval and analysis, and especially program management and administration.

-- One additional element manifesting managerial weakness is the fact that technology sometimes is imported into Morocco in fairly sophisticated form, which conceivably could be used to help alleviate development dilemmas. However, this often remains unassimilated and, through lack of capability to deal with it, not applied effectively to Moroccan reality.

Behind the manifestations of managerial weakness in the planning and implementation of development programs are several significant factors. These include (1) the young age and relative inexperience and lack of training of Moroccan technocrats and bureaucrats; (2) increasing popular demand for governmentally-operated services in what clearly is a statist society; (3) fiscal constraints which, in spite of Morocco's gradual evolution into middle-income status, encourage maximum utilization of available Moroccan and foreign donor resources; and (4) annual budgeting and long-term planning systems which stress output activity rather than progress toward social and economic goals.

C. The Strategy

The project is designed to address the identified weaknesses, through provision of training to improve management, planning, program research and evaluation, as these affect AID programs and GOM activities in related areas. The training is intended to strengthen GOM capacity in (1) planning, (2) management, (3) budget and financial administration and (4) selected technical areas where U.S. technology can make crucial, catalytic contributions to programs likely to benefit the poor majority.

Trainees under this project may receive training in any of these areas. It is not necessary that every trainee receive training in all such aspects. Rather, this project is designed to provide individual trainees with the requirements fitting their individual needs. Thus a statistician from the Institute of Statistics may receive training in statistical analysis applied to social-cultural problems, while an assistant controller may be trained in use of computers in modern accounting technology. What is to be focussed on in the overall impact of the training, not the impact on each individual.

Within this framework, then, the parameters for training are fairly broad, yet tied closely to improvement in development planning and practices.

This project is part of USAID's country strategy designed to assist the GOM in its effort to improve the economic and social status of its poor, both in rural and urban settings. AID's planned and on-going programs and projects are helping support those efforts through activities to:

1. Alleviate Morocco's agricultural problems, through efforts to:

   (a) increase agricultural productivity in dryland areas;

   (b) establish an effective and economical system of range forage and seed production; and

   (c) improve the quality of the extension services.

2. Attack the country's health and nutrition problems through activities such as:

(a) establishment of a national nutrition system and strategy for Morocco and;

(b) set up an effective, far-reaching, nationwide family planning program.

3. Support Morocco's planned efforts in human resources development, particularly in:

(a) skills training areas; and

(b) non-formal training and education programs for neglected portions of the population, especially women.

This training project is designed to support such efforts of the Ministries of Agriculture, Health, Labor, Education, and Social Affairs (as well as addressing other critical development problems in other GOM ministries such as Finance, Plan, Interior, Housing, Public Works, Energy, et al) by the provision of the lateral or complementary support which improvement in planning and management will provide.

Morocco is about to embark on a new five-year plan for social and economic development during 1978-1982. The activities noted above accord with major areas of emphasis in the plan. Consequently the administrative improvement for which this training project is designed will focus primarily on such areas.

Total life of the project will be four years. During that time approximately 220 Moroccan officials will have received long-term training in appropriate administrative and management techniques and an additional 80 will have been trained through carefully focused, short-term courses or training experiences. The approximate totals accord both with the impact anticipated and the Government of Morocco's ability to supply as well as absorb trainees while maintaining and improving on-going operations in the critical fields affected by this training. These individuals are the immediate beneficiaries, but the ultimate beneficiaries will be those members of Morocco's poor majority whose lives will be affected by improvement in the administration of the various development programs described above. Since the programs cover an extremely wide range of activities, it can be argued that the potential beneficiaries of this project represent most of Morocco's needy poor.

The organization to coordinate the training provided under this project is the Secretariat of State for Formation of Cadres. This organization is officially charged with coordinating foreign and domestic government-wide training at the post-academic level. It is this office which collaborated with AID in initial design of this project (although at that time it was housed in a different Ministry than its present location, which is Ministry of Education and Training). This office bears the responsibility for articulating bilateral assistance for development strategies of all the various Ministries and sectors in Morocco. Morocco currently utilizes training

opportunities provided by France, Belgium, Holland, Germany, Canada, Japan, and South Korea. Institutional analysis shows that this office, in cooperation with the Mission, is capable of managing this project.

D. Detailed Description of Project

This project is designed to provide training in management areas not covered in other AID projects, by the host government, or by other donors. In recent years participant training has been or currently is being provided by USAID, as part of its several disparate projects, in the following major fields: agriculture (approximately 25 participants in the past two years), health (approximately 8 during same time), and nutrition (six in the past two years). In addition, principally through regional funding, the U.S. has provided training in certain areas relating to specific project development and support. This has included short-term training in aspects of human resources, research design, and health. No project currently is providing the training to be supplied under this project.

Under this project, training will be provided within four categories:

(a) U.S. long-term academic (one to two years);

(b) U.S. short-term non-academic (two to six months);

(c) third-country training; and

(d) in-country (including in-service) training.

It is anticipated that the great majority of participants will fall into the first two categories. The following training criteria will be followed:

(1) Training will not be provided out of country if it can be provided in country. In this regard, it may be beneficial to provide short-term consultants to help direct operation and the establishment of specific component parts of potential in-country training. Such consultants are provided in this project.

(2) Degree training must be post-B.A. (in U.S. terms; post-licence in Moroccan terms) and will be supported out of country only.

(3) Preference for training definitely will be given to government personnel and quasi-government institution employees. Training for the private sector will be provided only when it can be demonstrated clearly that such training impacts directly on the implementation of a GOM program definitely benefitting, in a substantial manner, Morocco's rural poor.

(4) Short-term training will be provided in country, in the U.S., or in nearby developing countries when appropriate.

(5) Training in the U.S. will be undertaken only after a clear demonstration of sufficient English-language capability to participate to maximum advantage in the program.

While the above are the criteria to be applied, actual structures of the training, including assessment of Ministry specific needs, will be developed through joint GOM-USAID preparation of annual project implementation plans setting forth the training programs to be carried out. That for the first year already has been tentatively agreed upon.

(1) Project Goal

The goal of the project is to improve planning and management operations in key Moroccan ministries (and other GOM organizations) so as to more effectively carry out development programs.

Measure of Goal Achievement and Means of Verification

Determination of goal achievement rests on the introduction of new elements of modern management techniques (including statistical analysis) into the development programs of Ministries and other agencies concerned with social and economic development actions. In general, this implies a more effective GOM response to socio-economic development problems, especially in those areas of prime concern to AID. The principal means of verification can be evaluative reports (by USAID and/or other donors) on the GOM development programs. In addition, evaluations can be performed on the institutions themselves which are responsible for such programs.

Important Assumptions for Achieving Goals

The essential assumptions here are (1) that the training provided will equip the Moroccan personnel with more effective management and analytical skills, and (2) that they will be able to utilize those skills in supporting specific economic and social development programs. This also implies the continuation of current (as enunciated in the five-year plan) GOM socio-economic development policies plus some not-too-drastic departure from current personnel policies and practices.

(2) Project Purpose

The purpose of the project can be described as upgrading the managerial and analytical expertise of key GOM officials in public, semi-public and private institutions which are furnishing complementary support to development programs. This purpose will be carried out through providing training to such officials in appropriate modern analytical and management techniques. Training programs will be designed primarily on individual bases, and will be in one or more aspects of (a) planning, (b) management, (c) budget and financial administration and (d) selected high-impact technical areas. (The latter category will represent a very small proportion of trainees.)

Conditions Expected at End of Project and Means of Verification

By the end of the project, approximately 220 Moroccan middle-level managers will have been trained in modern techniques in those field as relating to development programs. By end-of-project, they will have returned to positions in which they are utilizing their newly acquired skills to help provide collateral support to development programs. Means of verification of these conditions include AID training office records, records of Ministries and other agencies utilizing such participants, interviews with officials in such Ministries and interviews with the participants themselves. In addition, observation and analysis by the project staff itself will provide means of verification, both of normative and summative conditions.

(3) Outputs Expected, Magnitude, Focus and Scope

The principal output, of course, will be the 220 Moroccan middle-level management personnel, from government and semi-government agencies, trained in modern analytical and management techniques. The training will be provided in appropriate areas in those fields, according to the anticipated needs of the individual participant and his sponsoring institution. It can include training in statistical analysis (including familiarizations with possibilities inherent for computer utilization) applicable to their particular situation. In accord with the concept of adapting training possibilities to the individual plus his sponsoring institutions, training may take the form of (a) long-term academic training, of up to two years, primarily in U.S. institutions or (b) short-term training, most frequently in U.S. institutions, through intensive special programs. However, intensive training in third-country locations, especially in nearby developing countries where this would appear feasible, where possible, Moroccan institutions will also be utilized, such as the National School of Public Administration, will be utilized for certain components of the training desired.[1/]

The GOM and Mission estimate that approximately 220 middle-level officials can be provided training in modern management techniques through this project in the next four years. Of this total, approximately 140 should receive long-term training; the remainder should be provided intensive

---

1/ The School of Public Administration concentrates on undergraduate training, utilizing an adaptation of the French system at this level. It is relatively limited in its diversification and attention to modern techniques. It definitely is not designed or operated to provide the type of training contemplated in this project. Nevertheless, certain portions of its curriculum might lend themselves to utilization for specific foci of training, provided technical assistance was available to assure proper application. A similar situation exists concerning a few short-term courses at specific ministries, including Interior's School of Formation des Cadres. Provision for U.S. consultants to advise on the potential utilization of these facilities -- in narrowly focused instances -- forms part of this project.

short-term training or learning experience as described above. Numbers in both categories reflect (a) GOM requirements for this type of training, (b) need for careful planning, and application of criteria in the selection and placement processes, (c) realization of operational requirements to maintain and expand on-going programs managed by offices from which trainees will be drawn, and (d) realistic appraisals of the supply of personnel appropriate and qualified for this training at any one given time. For long-term training, the selection-placement-training schedule during the four years of the project envisages 20 trainees during the first year, 45 the following year, 50 in the third year, and 25 in the final year. This schedule allows for development of effective patterns by the coordinating office, planning efficient utilization of personnel after training (plus some opportunity for relatively rapid evaluation of impact), completion of training by the great bulk of participants within four years, and avoidance of too great a drain of qualified personnel from the GOM system at any one period. While the short-term training may be more concentrated, in general the schedule will be similar.* Timing, types and periods of such training will, of course, reflect the same concerns.

While the immediate beneficiaries of this project obviously are those officials to whom training is provided, the target audience intended to benefit from the results of such training clearly is Morocco's poor majority. As emphasized, the training is intended to bolster the impact of on-going and planned development programs. It can be argued, consequently, that the potential beneficiaries of those programs are included in the ranks of potential beneficiaries of this project. However, it clearly also is anticipated that one of the effects of this project will be to broaden the impact of those and similar programs, that is, to encompass still more individuals at that level. This will help widen still more the scope of the project's effect. Consequently, while one would be hard put to realistically quantify the number of resultant beneficiaries, there is solid ground from which to advance this poor majority impact concept, on the basis of outputs anticipated.

Verification of Outputs

Output verification will be obtained through examination of AID and various ministerial office records of the participants trained and their current utilization. As noted, there will be an annual examination of anticipated training needs and scheduling of training programs. Analysis of appropriateness of training will be obtained also through

---

*No short-term training is contemplated for the initial year, while the coordination and analysis process is being launched. Following that year, short-term training is calculated for approximately 20 participants one year, 40 the next, and 20 the final year.

interviews with the participants themselves. Analysis through both observation and participation of the operations of the coordinating office (Secretariat of State for the Formation of Cadres) also will form part of the verification process. In addition, there will be a mid-project evaluation of the effectiveness of the project, both in terms of its operation and likely impact. Based on that analysis, appropriate changes in its design and functioning will be made as required.

Assumption for Achieving Outputs

One of the important assumptions for achieving the anticipated outputs is that identification, selection and placement procedures for both long-term and short-term will function effectively. This must be a matter of considerable priority for the GOM. A second is that mechanisms for absorption and utilization of returned participants also operate effectively. It can be anticipated that this assumption will require considerable effort on the part of both the GOM and the Mission to make it a certainty. Related to that is the assumption that the general operation of the GOM bureaucratic system handling the development process will continue in previously delineated policy directions -- especially concerning fields toward which the analytical and management training is aimed -- without exceedingly drastic changes.

(4) Project Inputs

AID's principal input to this project is the financing of costs of training for approximately 140 long-term trainees and 80 short-term trainees.[1/] In addition, it is anticipated that approximately 8 consultants will be utilized, at various times during the life of the project, to work with appropriate local institutions in analysis and development of specially focused training programs. These efforts would include potential participation in implementation of such programs. GOM input will include salaries for participants during training, payment of any salary increments or additional benefits to personnel assuming responsibilities of a participant during such training period, and inputs such as international air fare.

E. Project Development Background

This project originated from discussions with GOM officials concerning reinforcement of potential efforts in vocational training. During those discussions, the GOM noted a need for training of GOM officials to be more

---

1/ Based on an approximate calculation of $15,500 per year for each long-term trainee and $7,750 per course for each short-term trainee. The figures are meant to include the cost of intensive English language instruction in the U.S. when required and appropriate.

effective administrators. After more reflection, this aspect was considered -- by the GOM, the Mission and AID/W -- of such vital importance as to warrant treatment as a distinct activity. Following additional discussion with the GOM, a project development team (from AID/W) assisted the GOM/Mission in developing the framework for the project. As part of that effort, as well as efforts relating to other projects in the human resources area (Non-Formal Education and Industrial and Commercial Training for Women), social soundness analysis was carried out covering a number of aspects of Morocco's human resources. The Mission prepared and submitted (December 1977) an Interim Report. This was reviewed by AID/W and comments forwarded to the Mission (Annex B) to assist in developing the project to PP stage. This paper consequently represents the results of three-way cooperation -- in recognition of a felt need, analysis of that need, adequate responses and project preparation -- on the part of the GOM, the Mission and AID/W.

III. Project Analyses

A. Economic Analysis

This is not a revenue producing project. Therefore no benefit-cost analysis can be attempted. However, a general idea can be obtained as to potential benefits if one assumes that the training received will be put to good use. As noted earlier, most of the training will be designed to provide lateral or complementary support to ongoing and planned development efforts. Assurance of successful implementation (and gradual "spread") of such activities should enable larger numbers of Morocco rural and urban poor to take better advantage of these activities. The USAID Mission alone supports some 14 million dollars of development activities annually. The Moroccan government currently sustains a development budget of approximately_____. There is no guarantee that development activities supported by this are operating at maximum efficiency. In reality it can be said that there is great slippage and inefficiency, hence ineffective use of funds. If this program were to result in only a 2% increase in that efficiency, it could result in more favorable use of some _____, in programs designed to help the country's poor majority.

The above is no more than a hypothetical attempt to obtain some economic notion of potential effects of the project. However, as noted, no significant benefit-cost ratio presentation is possible with this project. One dimension which can be examined, however, is the relative costs of training contemplated under this project, compared to alternative means or alternative training modes. (This also relates to the rationale urging development of a variety of modes of training under this project, and application of the criteria noted in section II-D.) It is clear that the most expensive type of training will be full-time academic training in the United States. The least costly (per graduate) should be that conducted locally. The former has been estimated at $16,000 per graduate, while the latter may be as low as $4,000, depending upon the time involved. There also is the possibility of third country training, in institutions such as the American University at Beirut or the National Institute of Management of the University of Tunis.

One alternative to the proposed mix of training would be not to contemplate "training" at all, but instead to attempt to restructure the pertinent institutions themselves. This might be undertaken through development of internal management improvement through a multiplicity of studies, courses,

technical assistance and so on. This perhaps could be undertaken in an approximately five-year time span. There would be at least six major ministries involved. Establishment of a worthwhile training program in each would cost a minimally-estimated five million each, or a total of 30 million. There would be one advantage of this, however, which would be the institutionalization of the program, so that more individuals eventually might benefit directly from the training itself. It is estimated, however, that unit costs--at least for the first few years--would be impressively higher than under the proposed project (more than six times as high), although these eventually would diminish. Restructuring six major ministries, however, would pose a formidable task. In actuality, the total amount of money, effort and initial commitment required, clearly, makes this alternative impractical.

Another alternative would be to concentrate strictly on development of the capability of one in-country institution, such as the School of Public Administration, an attempt to develop its capability to provide the range and type of activities sought under this project. It is estimated that this would require between five and ten years of project effort, and between 10 to 15 million dollars, given the required need for drastic institutional change this would require. Unit cost again would be extremely high initially, although somewhat reduced with the passage of time. However, one major element would be lost, which is the impact anticipated within a relatively foreseeable future, which the present project should provide. There are few other affirmative ways to carry out the project. Consequently, it is believed that from an economic standpoint, this project represents the most feasible and cost-effective way to achieve the project's desired results, presuming that the recommended criteria for development and selection of training are followed.

B. Social and Technical Analyses

As pointed out, the immediate beneficiaries of this project will be the participants themselves. However, as has been emphasized repeatedly, the training they will receive is designed to improve their administration of development programs providing services to the poor majority.

As noted recently in the Mission's (draft) CDSS, Morocco's efforts to provide improvements in the quality of life standards for its poor majority have not been all that impressive. Great differences are felt in the impact, extent

and quality--upon audiences such as the rural poor compared to medium-level city dwellers--of programs designed to provide adequate medical attention, food staples and employment opportunities. Educational opportunities also vary enormously, in terms of availability and quality of instruction. The lack of effective outreach of such efforts is underscored given Morocco's position as a rising middle-income country. Its neglect of marginal groups appears clear in studies such as the AID-supported Evaluation of Non-Formal Education Programs for Women in Morocco, as well as in the recent CDSS.

This is not to say that the GOM has not expressed a desire to move more effectively in the indicated areas. It has done so and currently manages a number of projects and programs directed toward these ends.* However, there obviously is a long way to go. Programs that exist clearly are not functioning effectively; there also need to be additional solutions developed to help meet the basic human needs of the country's poor. It is believed that this project--although by no means a panacea--will produce two tendencies which will assist both dimensions by developing improvement in the administration of ongoing and planned programs. Effects of these should result in heightened assurance that benefits of such programs will be transmitted more effectively to the poor majority. Increase in analytical and technical capabilities should also illuminate dimensions of problems and potential solutions affecting the rural poor.

Key portions of the GOM clearly have recognized this. The types of support for development purposes which will be affected by this project, as well as its potential dimensions, is seen in a specific, although still informal request emanating from the Ministry of Plan. Efforts of that Ministry affect all of Morocco's major development emphases.

Plan's responsibilities embrace setting priorities and coordinating development activities of all service Ministries. Plan's executive corps is dominated by graduates of Morocco's Institute of Statistics and Applied Economics. (Some 90% of its middle-level executives are graduates of that institution.) As a consequence, Plan has a considerable resource pool of technically well-trained statisticians to draw upon for its analytical efforts. However, in large part because of their background, the present orientation of these personnel is heavily weighed toward strictly economic statistical considerations and analyses. Recently, personnel at Plan have voiced the desire for intensive

* (Need examples, as footnote)

training in application of statistical analysis to socio-economic dimensions of development. We envision short-term, intensive training for a few appropriate personnel from Plan in the application of statistical techniques and know-how to socio-economic development issues to develop realistic policies and programs to meet basic human needs. Such analysis simply does not occur now. This intensive training would help greatly in addressing these dimensions not only in Plan's own planning but also during its review of proposed projects. The impact anticipated would affect Plan itself internally as well as adding greater capability to its review of programs and projects received from the other Ministries. Plan also expects that this exposure will result in developing a significant research capability in areas admittedly neglected heretofore.

No Moroccan institution currently provides anything resembling training for socio-economic statistical analysis. Consequently, the Plan Ministry is anxious that this opportunity be provided to several of its personnel in the U.S. where that statistical specialty is, of course, considerably advanced. The program proposed by Plan definitely is envisioned as forming one of the critical areas for training under this project. It is emphasized here to illustrate the multi-sectoral impact which this type of analytical training is likely to produce.

As noted earlier, in addition to the shortage of personnel trained in socio-economic dimensions of development, there is a dearth of GOM manpower skilled in the application of modern science to development problems. The issue of technology transfer is playing an important role in the so-called North-South dialogue, and is one in which Morocco is keenly interested. However, without a properly trained base, or cadre, to make proper use of these new, innovative and complex approaches to development, the relatively sophisticated techniques, data and equipment available are likely to be poorly utilized.

Until now, the broad question of such utilization of science and technology in Morocco has not been addressed by AID, nor by any other donor. Furthermore, the principal impetus urging greater, more focussed utilization of science and technology to solve developmental problems appears to emanate largely from the United States. Consequently, if Morocco is to apply effectively aspects of technology to its pressing problems of increasing food production (without at the same time irreversibly damaging the environment), alleviating unemployment, reducing poverty

and malnutrition, improving its energy base while conserving and expanding its natural resources through efforts such as control of erosion, etc., the scientific, technical and managerial communities are going to have to be exposed to and trained in the use of these new "tools." Potential policy makers and users of the innovative techniques must be versed in the field to, as a minimum, select the appropriate level of technology for their development problems. This project will attempt to stimulate such capacity and capability by providing them with sufficient training and experience to begin to make initial evaluative choices between alternative applications and then begin to apply these new approaches to their critical development problems. Improvements in the administration of ongoing projects should provide both increases in and better foci for activities designed to help the country's rural poor. (Various examples of the Moroccan activities likely to be affected already have been described.) The additional insights into potential dimensions of the problems and development of potential solutions also will be furthered, by the aspect described above. It is clear that the long-range impact intended is directed toward the poor majority.

In addition to Moroccan government shortcomings (which the project is designed to address), it has been well-established that societal structures in Morocco frequently operate against achievement of basic human standards, (as illustrated so well in the situation of rural women). This project obviously is not designed to nor capable of attaching such societal constraints. (Actually, it is the GOM-sponsored programs themselves that for the most part, must attack those constraints; in that sense it may be said that the project is likely to produce at least favorable influences on changes of those conditions.) However, some attempt will be made to take these conditions into account, especially when developing the annual training needs program and consequent plans for utilization of trained personnel. In other words, social constraints will be taken into account when reviewing (with the GOM) its planned training needs program.

In sum, the project is primarily a participant training project, and the immediate beneficiaries clearly will be the trainees. However, the project's focus on improvement in the administration of development planning, management and evaluation highlights its intention to improve programs benefitting the poor majority.

The technology leading to this improvement is limited to modern techniques of planning, analysis, management and

evaluation. The need for this has already been described. Training obtained through the project will be gauged to develop the facets of these techniques appropriate to each participant. This will be managed through development of the annual training needs plan.

C. Administrative Arrangements

As noted above, the organization principally responsible for this project will be the Secretariat of State for Formation of Cadres in collaboration with USAID/Morocco. As also described, that office has demonstrated a capability for coordination of training programs provided by other donors. A part of the responsibility of that office is to ascertain that GOM technical offices dealing with organizations such as AID are fully aware of and able to deal with the "ground rules" of the particular donor group. The Secretariat of State for Formation of Cadres is responsible to the Minister of National Education and Training.

The Director of the Secretariat himself has Cabinet rank, being appointed by the Prime Minister. The Secretariat holds a dual mandate, coordinating both bilateral and multilateral assistance. It also is responsible for coordination of all GOM staff training, both in-country and abroad. As the organization responsible for this activity, it has acquired considerable experience in implementation of programs providing training. Its personnel--they were the ones who initially discussed the concept of this project with the Mission--are well-known to USAID and there is confidence in their ability to manage the technical end of the project, that is, in working with the USAID to arrange programs and in coordinating requests from various Ministries, etc.

However, one area in which this office--like similar offices in the disparate individual Ministries--is relatively weak is the diagnosis of areas requiring training, the strengthening required for improvement in administrative and managerial capabilities and the training indicated to respond to this weakness. This particular shortcoming reflects the lack of experience in self-analysis in this regard. To help develop this ability, and assure adequate analysis and development of training directions plus appropriate utilization of personnel trained in the various nominating ministries, two mechanisms have been incorporated into the project. First is the development, on an annual basis, of a training needs program. This program will be developed by the Secretariat Office in cooperation with the Human Resoures Office of the Mission. This will be carefully reviewed and revised as

necessary, to assure that training contemplated actually is directed toward key areas of development concern to programs benefitting the poor majority. In this effort, the joint Secretariat-USAID effort will be aided by the fact that most of the technical Ministries have a training office. These regularly attempt to gauge training needs (although more often than not based on opportunities available) and ways to meet those needs. USAID advisors work with many of these Ministries on a regular basis and will be expected to act, ex-officio, with specific Ministries in structuring potential training programs for the specific organization.

As a further aid in this process, two other Moroccan entities will help determine priority areas in which training should be provided under this project. These are the Secretariat of State for Planning and Regional Development, and the National School of Public Administration. Both entities have a considerable interest in, and access to, information on the country's development plans and projected activities. Both will be consulted on regular, but informal bases as part of the process of developing the annual training program.

As a further assurance of adequate institutional capacity to provide the indicated programs and directions for the training contemplated, the Mission will retain a final veto over participant placement and supervision. This will be managed through AID's PIO/P process. In effect this will provide the Mission with final veto over actual dispatching of any given individual or group of participants. While this conceivably could cause problems, it is believed that the arrangement offers more persuasive benefits, in the sense of working closely with GOM entities in developing their own capabilities and in assuring that individual participants possess the requisite capacities for training.

USAID/Morocco, as noted earlier, has considerable experience with participant training. In addition to its recent programs, as late as 1973 it managed an extensive participant training project which sent more than 100 Moroccan students annually to the American University in Beirut. Admittedly, it has not managed, at least recently, a project providing quite as an intensive yet far-reaching scope as this. However, there is little reason to doubt current Mission capability in this regard. USAID/Morocco maintains an active training office, headed by a Moroccan who himself has undergone long-term training in the U.S.

While this office, of course, will provide technical support and services to the project, overall project management will

lie with the Office of Human Resources. It is anticipated that the project management office will play a distinctly active role in various selection and utilization phases of this project. Personnel from that office are thoroughly acquainted with operations of the GOM throughout a very broad spectrum of activities, particularly those relating to human resource development, training and administration. It is believed that the active collaboration will be facilitated by that favorable circumstance. At the moment it is not foreseen that additional personnel are required to assist in this project, but should activity in connection with it intensify more than now anticipated, the Mission may move to request such personnel. The Mission intends to rely on the services of OIT for placement of personnel in long-term and frequently short-term training. As noted, it will use the PIO/P mechanism.

Given the experience of the operational office with training programs, plus the additional "safeguards" built into the Mission's intended manner of implementing the project, the administrative capacity can be said to be secure. As to the capability of managing the amounts of support envisioned under this project, the Secretariat itself is quite accustomed to dealing with programs of substantial monetary dimensions. It regularly manages programs involving literally hundreds of individuals undergoing training. Its own budget is sizeable and as a result of the recent governmental reorganization is housed in one of the best support Ministries--Education and Training--among Moroccan governmental institutions. There is no reason to doubt either its capability for monetary planning or its lack of absorptive capacity for this program.

D. Environmental Concerns

As a participant training project, this project should not require an environmental assessment or impact statement. Threshold decisions during review of the project at the PID stage (and later at the Interim Report review) did not reveal any need for further determination of enciron-mental analysis.

Any impact on the environment will come about only through activities of the participants in various programs with which they may be associated upon their return from training. It is impossible to predict with any certainty what such activities might be, especially since the training programs will be developed through preparation and review of annual training plans. Consequently, one cannot predetermine what potential post-training activities might be

and therefore no significant assessment can be made. However, based on the initial group of proposed participants, (see section _____ on Implementation Plans) it appears that there will be several (3 of 20) from the Ministry of Energy and Mines and from the Ministry of Agriculture who may be involved in renewable energy development. Based upon that indication, it can be said that increases in administration skills in those areas would at least lead one to the opinion that the project is likely, in the long run, to have a favorable impact, overall, on environmental concerns.

IV Financial Plan

Carrying out this project under contract with a U.S. institution to provide both programming in the U.S. and field staff in Morocco could help reduce USAID workload, but at this formative stage of the project it could also encourage the GOM to be overly dependent on outside support. We believe it is essential, at least during the initial exploratory period in the year ahead, that USAID work closely with GOM agencies. We wish to encourage their expanded involvement so that the mechanism for continuing United States' training will continue as an enduring link even after phase-out of U.S. concessional aid.

We would therefore propose that funds be obligated by means of a project agreement, signed with the Minister des Cadres and supplemented by obligating PIO/Ps for the sake of expeditious handling of unanticipated but important training opportunities.

In the initial stages we anticipate that travel costs can be covered by GOM contributions to the Trust Fund. However, if the overall training program expands as we anticipate, we will need to negotiate with the GOM the manner in which they would provide additional travel.

Although the project will begin on a modest scale it may later expand to a point where USAID can no longer manage it within current staff limits and a contract with a U.S. institution may at that stage be a useful element in order to (1) continue flow of information on available training prospects and (2) provide a core of managerial skill for the specific purpose of guiding and strengthening a GOM institutional capacity for development training and exchange.

AID's principal input to this project is the financing of costs of training. This is calculated at approximately $3.4 million representing training costs for approximately 140 long-term trainees and 80 short-term trainees.[1/] In addition, it is anticipated that approximately 8 consultants will be utilized, at various times during the life of the project, to work with appropriate local institutions in analysis and development of specially focused training programs. These efforts would include potential participation in implementation of such programs. Costs for these

---

1/ Based on an approximate calculation of $16,000 per year for each long-term trainee and $8,000 per course for each short-term trainee. The figures are meant to include the cost of intensive English language instruction in the U.S. when required and appropriate.

consultancies are estimated at approximately $25,000 each. Total cost input for AID is estimated, consequently at $4.503 million (See Table I). GOM input will include salaries for participants during training, payment of any salary increments or additional benefits to personnel assuming responsibilities of a participant during such training period, and inputs such as international air fare.

In addition, the worktime and effort of GOM personnel involved in the management and supervision of the project itself, will represent a sizeable contribution. By the same token, AID will be prepared to furnish considerable collaborative contribution in the form of staff participation in project development and initial project implementation. The major portions of the GOM contributions are calculated at (a) approximately $1,080,000[1/] representing continuing payments of salaries to participants during training, (b) approximately $360,000[2/] representing supplementary payments of additional salary or other benefits to employees assuming the responsibilities of participants undergoing training, and (c) approximately $220,000 in international air fare, for a total of $1,660,000, including inflation and contingency factors.

1/ Based on an average yearly salary of approximately $6,000 for 140 long-term participants and 80 short-term participants.

2/ Based on an average increase of one-third in total salary and supplementary benefits for 220 such employees.

The summary cost estimate and financial plan for AID inputs and GOM inputs are shown in Table I. Planned obligations for the four year life of the project are shown by fiscal year in Table II.

Table I

Summary Cost Estimate and Financial Plan
(U.S. $000)

Sources	AID FX	GOM LC	Total
AID Inputs:			
A. Long-term training 2,520 pm	3,360		
B. Short-term training 480 pm	640		
C. Consultants 24 pm	200		
D. Inflation factor	202		
E. Contingency	101		
Total AID			4,503
GOM Inputs:			
A. Staff salaries		1,080	
B. Staff replacement costs		360	
C. International travel		220	
Total GOM			1,660
TOTALS	4,503	1,660	6,163

TABLE II

U.S. Government

Planned Obligations by Fiscal Year

(U.S. $000)

	FY 78	FY 79	FY 80	All Years
L.T. Training	150	1,605	1,605	3,360
S.T. Training	-	320	320	640
Consultants	-	100	100	200
Inflation	-	-	202	202
Contingency	-	-	101	101
Total AID	150	2,025	2,328	4,503

V. Implementation Plan

In implementing this training project, USAID intends that the GOM will propose candidates from those ministries concerned with programs which affect the basic needs of the majority of the population. Selections would be made from among young officials who are, or will likely become, key decision-makers, program managers and executives. Most would be from the Ministries of Finance, Planning, Agriculture, Health, Education, Social Affairs, Labor, and Youth and Sports, all of which directly affect AID projects. The project would also, however, finance training for selected officials from other agencies where USAID may find unanticipated opportunities to forge crucial links with the GOM to yield a high pay-off in terms of basic human needs. The following groups are expected to furnish key candidates.

- Officials at the Institut National Statistiques et Economie Appliquee (INSEA) and the Ecole Marocaine de l'Administration Publique (EMA) typically go on to key planning and policy formulation positions in the Ministry of Plan and other technical ministries. INSEA wants U.S. aid to help strengthen its statistical analytical capability.

- Dynamic young middle-level and senior officials in the Ministry of Energy and Mines are keenly interested in joint research to explore potential benefits for renewable energy sources (solar, wind and biomass).

- Officials at the Ministry of Housing are beginning to explore new approaches for upgrading slums (biodonvilles) to which we expect to contribute Housing Investment Guaranty financing and where U.S. technical assistance may be particularly helpful.

- The Prime Minister's office and the Ministry of Plan wish to push ahead in a major regional development effort which exchanges of information and United States know-how could help shape.

This project will remain focused basically on efforts which directly support other A.I.D. initiatives here, but should be flexible enough to permit selective contributions of the kind mentioned above.

It is too early to lay out in detail the specifics of the training to be financed. To do so at this stage would be a largely unilateral action and would therefore risk making a relatively low impact. Through dialogue with the Ministry of Formation of Cadres, Ministry of Plan, and the

appropriate technical ministries, USAID plans to develop annual project implementation plans setting forth the training programs to be carried out. We will make a modest beginning in FY 1978, agreeing on the structure of the first year's training within three months of project approval. Annual implementation plans for the second and subsequent years would be developed based on joint planning and would allow sufficient lead time to permit in-depth design of training programs.

The program would be based on:

-- a review with several technical ministries of their perceptions of their training needs;

-- USAID assessment of the actual training needs in terms of their expected impact on satisfying basic human needs;

-- announcements of A.I.D. training available in the areas we consider to be of particular value for Morocco, but which are only indirectly related to other A.I.D. project purposes while directly contributing to sector goals.

The types of training A.I.D. will offer will include M.A. (though not Ph.D.) level academic training and short courses as well as on-the-job training; training will emphasize practical experience as well as observation tours. Key senior officials may deal particularly with clearly-defined technical and management problems. For the first year's program allocation of long-term training along the following lines has been tentatively agreed upon.

Number of Participants	Subject	Sources
8	Management Training	Technical and planning ministries
3	Budget and Financial Management	Ministry of Finance
3	Project Planning and Design in the fields of agriculture, nutrition, and health and human resources	Ministries of Agriculture, Plan, Health, Labor and Youth and Sports
3	Science and Technology, including Remote Sensing and renewable energy development	Ministry of Energy and Mines Ministry of Agriculture
3	Design and Implementation of information programs	Ministries of Health, Agriculture and Information
20		

Over the four-year life of the project the approximate number of participants beginning long-term training would build from an initial 20 during the first year to a maximum laod of 50 at mid-point, diminishing to 25 in the final year. This coincides both with anticipated demand and with the expected gradual increase in effectiveness and efficiency of the program. It definitely is hoped that the GOM itself may be encouraged to begin gradually assuming the underwriting of costs of similar participant training in the U.S. The institutional development process which this schedule implies, plus the opportunity it provides for impact evaluati at relatively early stages, clearly lend support to that expectation. It should be emphasized, however, that requiring such assumption is not a condition of this project.

TABLE III

Estimated Schedule for Participants Undertaking Training

	Long-term	Short-term
1st year	20	-
2nd year	45	20
3rd year	50	40
4th year	25	20
Total	140	80

The process for identification of needs, nomination and selection of candidates, admission arrangements for universities, etc., will generally adhere to the following implementation schedule:

1. Project Paper approved by AID/W. May 1978

2. Project Agreement signed by Secretariat for Formation des Cadres. June 1978

3. USAID through NE/TECH/HR and OIT arranges for four months of intensive English language training at ALIGU or some other appropriate site for 20 Moroccans beginning December 1, 1978. July 1978

4. The Secretariat for Formation of Cadres officially queries selected ministries and agencies about their particular training needs in upgrading the managerial and analytical skills of their middle-level cadre and invites proposals and nominations of candidates. July 1978

5. USAID project managers in collaboration iwht their GOM counterparts submit training proposals for the middle-level managerial staff of the technical ministries in which they are in direct or indirect contact for various development activities. This information is forwarded formally through ministerial channels to Formation des Cadres or is channelled informally through USAID/HR to Secretariat of State for Formation des Cadres (SSFC). August 1978

6. The SSFC follows-up on training requests from various Ministries as to priority needs of the specific agency and the overall requirements of the GOM. The director of Formation des Cadres contacts training officers in each ministry involved concerning the particular requests and the nomination of candidates for training. August 1978

7. Based on responses of the various ministries, the staff of SSFC and USAID/HR identify types of training to be addressed. USAID/HR with assistance of NE/TECH/HR and OIT identifies appropriate training programs and locations in the USA. September 1978

8. SSFC reviews all training requests and nominations of candidates and ranks them according to GOM requirements and individual qualifications. Results are discussed with USAID. SSFC prepares report of summary findings and recommendations for submission to the Minister of SSFC. September 1978

9. The Minister of SSFC approves a roster of some 25 to 30 candidates for L-T training. September 1978

10. OBC informally ascertains the availability of candidates to undertake training. Formal letters are sent by the SSFC to the Ministries announcing the selection of the various candidates. September 1978

11. Successful candidates present themselves to the Director of Formation des Cadres by August 15 to begin GOM processing. October 1978

12. USAID and AID complete admission arrangements with cooperating universities to accept candidates in January 1979. October 1978

13. PIO/P's prepared. November 1978

14. Twenty L-T participants depart for Washington, D.C. to begin four months of intensive English language training at ALIGU. December 1, 1978

15. Director of FC queries various Ministries on their short-term training needs in 1979. January 1, 1979

16. Review and selection process same as above. January 1979

17. OBC discusses S-T training needs with USAID/HR. February 1979

18. With help of NE/TECH/HR and OIT, AID identifies appropriate training programs and locations. February 1979

19. Minister of SSFC formally announces selection of candidates for S-T training to the parent Ministries. March 1, 1979

20. USAID and AID complete admission arrangements with cooperating institutions for 10 to 20 S-T participants who will begin training at various times throughout 1979. March 1979

21. PIO/P's signed. April 1979

22. The Minister of SSFC queries various Ministries and Agencies on their L-T training needs in 1979 and invites nomination of candidates from among their middle-level managerial staff. May 1979

The identification and selection process for L-T and S-T training in subsequent years will follow a similar schedule.

One aspect of project implementation deserving special comment is the need for sufficient English language capability. As noted earlier, assurance of this is one of the selection criteria. This is a problem that cannot be ignored or minimized. Moroccans speak Arabic or Berber as their familial language, and French is the working language in government, business, and higher education. English would be a poor fourth after Spanish. However, Moroccans in general do have a facility for learning foreign languages as is demonstrated in their proficiency in French and Spanish. Likewise those who have studied English seriously at the five American Language Centers (current enrollment: 3,000) or the British Council make rapid progress and generally attain aural/oral fluency with greater ease than their European classmates.

Among GOM civil servants, those at the middle-management level are most likely to have completed their university studies. Within the standard Moroccan school curriculum they will have had six years of English language study, albeit in an academic sense. However, this normally provides the student with a sound base upon which to build rapidly the required fluency. It is estimated by the Mission and the GOM that four months of intensive English language study in the United States is sufficient to prepare a Moroccan participant adequately for academic training. Provision for such intensive language study at the American Language Institute at Georgetown University (ALIGN) or in some similar program in the USA will be built into long-term training. It definitely can

be stated that given the three factors (1) of earlier English language study at the lycee and at the university, (2) of further intensive English study in the United States, and (3) of high motivation among GOM participants eager to satisfy an immediate and compelling need to function well in English, the language requirement should not be an insurmountable implementation problem at least for the long-term training. In the case of the short-term participants a special effort will be made to recruit and select only those who already have a command of English or who could reach proficiency through part-time in-country language training prior to departure for participant training. Otherwise short-term training would be restricted to third country locations where Arabic or French is the language of instruction.

One implementation area which does require further review is the potential for GOM contribution to international air fare. Currently, GOM contributions to participants' air fare routinely comes through the trust fund mechanism. During the remaining stages of project development, the Mission will negotiate with appropriate GOM entities possibilities for direct GOM contribution. In any event, the overall GOM contribution to project implementation -- as outlined in Table I -- is quite sizeable in general, the Mission has been pleased with the GOM response regarding participant training in individual programs.

Two implementation areas will undergo further delineation during project implementation. These are the structurization of short-term training and utilization of short-term consultants to help vitalize specifically pertinent portions of locally-available management training facilities. Preparation of the first of these also will be a gradual process. Not only the Mission, but also the GOM, has considerable experience in planning and managing short-term training, both at home and abroad. Delineation of specific needs for this as well as selection of proposed trainees will follow almost precisely the same process as that for long-term training. Some likely areas have already been described. The case of the consultants, while treated somewhat differently, is not seen as presenting any implementation question issue. What is foreseen here is the utilization of more initiative on the part of the Mission itself, in identification of appropriate program of specific institutions which might contribute to the overall purpose of the project. Based on that initiative, recommendations for possible consultancies in these specifically focused areas will be presented to and reviewed with the SSFC. Only after full agreement by all parties, including the interested institutions, on the nature of the input and anticipated contribution to the project will efforts be made to provide such consultants.

Perhaps the most critical issue of the implementation process is that of assurance of utilization of the improved analytical and management skills which this project will provide. To a considerable extent, this will be a critical part of the Mission's and GOM's project management responsibility. However, there are good indications that the improved skills of the participants will be utilized appropriately and in the right areas. As the SSFC recently pointed out, internal recognition

of the need for such upgrading provides at least one indication of potential utility. There is also the factor that any member of the GOM receiving training is obliged to serve at least eight years in government service subsequently. As this is mandatory, the length of time acts both as a spur to achievement in that service and as an opportunity to put the training to use. Still more encouraging is the conclusion shared by officials of the GOM and the Mission that the GOM bureaucracy is more open to innovative practices than it was some years ago. This attitude reflects some of the experience of recent ex-AID participants, although there still are areas which clearly warrant improvement. The GOM implementing office, and other particularly interested offices such as the Planning Ministry, will be observing this factor closely, as will AID. As part of this, the planned mid-project evaluation should go a long way to help assure appropriate utilization. Overall, then, while this is recognized as a critical area in the implementation phase, it is looked at with guarded but positive optimism. For this reason, no special utilization arrangements are recommended, aside from those already noted.

VI. Evaluation Plan

The impact of this participant training project with its scope and diversity will take time to evaluate, and even then it will be difficult to establish that changes have resulted specifically from training. However, there will be a mid-project evaluation of the effectiveness of this project, both in terms of its operation and likely impact. By this time a sufficient number of long-term trainees will have returned and been working long enough for indicators to have developed. Analysis of appropriateness of the training will be obtained through interviews of the participants themselves and through the examination of AID and GOM records of participants during and after their training. The USAID, the Office of Bilateral Cooperation in the Ministry of Foreign Affairs and Cooperation, and possibly the AID/NE/TECH/HR will compose the evaluation committee. On the basis of the findings of this mid-project evaluation, certain refinements of the organization and some replanning will be effected if necessary. It is also planned that evaluative interviews of the returned trainees will be effected each October. The final evaluation is scheduled for September of 1982. The composition of the evaluation team would remain the same as the mid-project review.

An A.I.D. Action Strategy for Human Resources Development in Morocco

I. Introduction

Human resources development has been selected as a development assistance program priority for Morocco as a result of USAID analysis reflected in the current Development Assistance Program (DAP) strategy statement and the FY 1979 Annual Budget Submission. Two TDY teams --- composed of NE/TECH human resource development staff and technical and vocational training experts under a contract with the Transworld Management Corporation --- worked with USAID and the Moroccan Government in October 1977 to define more precisely the areas in which AID might contribute most effectively and to outline a strategy for action.

II. Overall Circumstances

There is sound evidence that an emphasis on human resources development is appropriate for the USAID Mission in Morocco at this time. As a middle-level income country, Morocco gradually is realizing that improvement in application of technology and increase in its modern administrative and technical capacity can provide extremely significant keys to increased productivity and more equitable income distribution. The country is attempting to break away from past reliance on traditional forms of human resource development. Till now, these have been reflected principally in European-inspired, highly-structured formal institutions. While amounts spent on education and training increased dramatically in the past 15 years, the formal system itself, at least, can still be characterized as "highly centralized, totally academic, ruthlessly selective and in many ways unsuitable to the economic and social needs.

Yet there is evidence of progress. Particularly significant to the change process is the fact that certain key institutions, such as the Ministry of Labor's Office of Vocational Training (Formation Professionnelle), have realized solid initial successes and are eager both to expand the impact of their programs and to broaden the base of their beneficiaries. This desire is expected to be reflected in relevant portions of Morocco's next five year plan, affecting the 1978-82 term. These circumstances, combining both relatively well-founded indications of current success, plus an indicated intent to reach and affect more significantly members of the country's poor majority, make a persuasive case for consideration of AID support for such phases of human resource development. However, that consideration definitely is subject to an overriding proviso. This is that indicated program components show sufficient signs of being articulated effectively to warrant at least the preliminary investment of time, energy and monetary resources required.

III. Specifically Encouraging Developments

A. Progress of Formation Professionnelle

At this time, the likelihood for this articulation commencing in at least a few critical institutions seems good. Obviously there are several institutional arrangements (such as those in the education system per se) which warrant exploration for their long range impact on human resource development as linked to overall productivity and equity. However, one of the most encouraging institutional developments, in terms of potential impact on immediate needs and indications of appropriateness of U.S. assistance, is that mentioned above, the vocational training effort of Formation Professionnelle. Moroccan educators have been examining alternatives to the formal education system, in non-formal

education programs and especially in vocational programs. While a nationwide system of vocational/technical skills training does not now exist, the potential for development of one clearly does. The organization most indicated to serve as the backbone for this is the already-developed system of Formation Professionnelle. For this reason pertinent details of Formation Professionnelle's plans and current operations are described below. Similar details on other human resource institutions could be set forth, but these are available in other documents. They will not be repeated here. The planned expansion of Formation Professionnelle's present system provides key indications of the directions which development of such a system can take, although certain emphases should be encouraged more than is prescribed currently.

FP's recent history reveals an evolution toward broader-based, innovative, effective skills-training. Formation Professionnelle, which was begun in 1960, in part with AID assistance, has developed a system of 36 regional centers. Through these, and in close cooperation with industry and commerce, Formation Professionnelle provides training for approximately 6,000 students in electricity, auto mechanics, watchmaking, welding, printing, tailoring and other trades. Placement in industry is assured after completion of such training. FP operations are financed in part by a 1% salary tax paid by employers, which in 1975 amounted to 23 million DH. It also receives support from state funds, which have expanded from 10 million DH at its inception to a current 24 million DH annually.

To date Formation Professionnelle has trained approximately 30,000 students. The majority of their programs affect students at the post-brevet (mid-high school) level. It is immediately apparent, of course, that this approach is insufficient to begin to show a significant impact

on Morocco's manpower needs. However, Formation Professionnelle itself clearly has recognized this constraint, both in future planning for its own development and in carrying out experimental programs. Through the latter activity, it has made some relatively encouraging breaches. For example, one of the critical elements in human resource development is the need to anticipate and respond to likely future manpower needs. Under the traditional Formation Professionnelle program, training is provided only when a specific company or agency assures employment for the trainee. However, a little over a year and a half ago, Formation Professionnelle took cognizance of an obvious need for skilled workers in the construction trades, not necessarily linked to specific agencies or companies, but rather in response to Morocco's dramatic increase in construction activity. As a result, Formation Professionnelle inaugurated an entirely new arrangement, providing intensive, accelerated training in construction trades, specifically plumbing, wiring, plastering, masonry and so on. This training currently takes six months, in comparison to the usual one or two cycle. In the relatively short time that this arrangemen has been in operation, over 12,000 Moroccans have been trained. It is not worthy that education-level entry requirements for beginning such training are lower than for the normal FP cycle. However, enrollment is through the competitive examination process, in both cases. Formation Professionnelle has included expansion of such arrangements in its future plans although with the caveat that such accelerated training programs be undertaken only after precise determination and delineation of anticipated demand. The most likely areas for this, according to FP's current impression, are metalurgy and electronic assemblage.

Other experimental activities in which Formation Professionnelle is engaged at present include (a) the provision of non-formal evening courses in subjects such as commercial techniques, (b) development of occupational improvement through utilization of correspondence courses in accounting and office administration, and (c) increased provision for co-ordination of skills learning with on-the-job training in industry.

B. Formation Professionnelle's Future Plans

The five year plan which FP has developed for its future reflects both this relatively well-developed base and a distinct desire to expand its impact in significant fashions. Principal goals include the following:

(a) bringing Formation Professionnelle's skills-training programs still more in tune with the needs of both the employers and projected overall employment needs;

(b) increased regionalization of Formation Professionnelle with special concentration on rural and semi-rural areas;

(c) greatly increased access capacity, to help match training output with demand; the increase foreseen as feasible would treble Formation Professionnelle's current capacity, providing at least 18,000 individuals trained in marketable skills each year;

(d) development of middle-level management cadres;

(e) continued expansion of experimental programs including more attention to women in the employment-employability process and efforts such as development of mobile unit teams to reach rural and semi-rural audiences.

(f) development of both the concept of and capacity for adaptation of job skills to new and improved job opportunities.

FP already has delineated certain steps which must be taken within the next few years to achieve some of these goals. In other instances —

as in the case of developing mechanisms providing closer articulation between projected employment demand requirements and skills-training outputs -- the organization recognizes that considerable study and analysis is required before concrete actions can be recommended. Among the immediate actions, however, which Formation Professionnelle regards as priority are:

(1) increase in the capacity of its system

(2) as part of that, development of an expanded, qualified skills-trainer cadre [1/];

(3) development of additional regional training facilities, both centralized and on-the-job and, in part, extension to more varied audiences, including women;

(4) development of mobile skills-training units;

(5) development of Formation Professionnelle's own analytical capabilities;

(6) potential development of a national central headquarters for FP;

(7) increased development of experimental efforts such as correspondence courses;

(8) increased emphasis on the upgrading of workers' skills for professional advancement.

1/ A part of the problem concerning skills-trainers is their own attraction to industry. The current paucity of very well trained individuals at this level may urge both increasing the supply and improving wage scales for trainers.

C. Implication for Potential Impact on Manpower and Potential AID Involvement

As stated earlier, the combination of fairly well-established success in terms of training utilized and a declared intent for directional emphasis in areas of concern to AID -- plus the likelihood of helping increase Morocco's manpower productivity, thus further helping benefit AID's mandated audience -- provides a distinctly persuasive rationale for AID involvement. If the outlined expansion, development and related actions were to take place, there is an apparent potential for assuring job skills for 100,000 Moroccans over the next five-to-six year period (assuming no additional expansion might be advanced, which in itself probably is unlikely). This figure though, is significant on its own terms. It currently is estimated that approximately 1 million out of a potentially active work force of 4 million can be termed unemployed.[1/] Conversion of more than 10% of the unemployed to employed through this program alone can be considered a thoroughly worthwhile undertaking. It appears feasibly within reach of this program.

Should AID involvement in this program become a reality, however, there are several institutional initiatives which ought to be encouraged. These are complex and clearly will require careful review, analysis, and deliberation. One is the encouragement of Formation Professionnelle to further relax its requirement for attainment by prospective trainees of set formal education entry-levels. Relaxation of such formalistic requirements obviously can help deepen Formation

---

1/ Estimation furnished by Dr. Klaus Oppelt, German Democratic Republic manpower expert currently carrying out baseline survey for Formation Professionnelle on labor market demand.

Professionnelle's impact on Morocco's poor majority. Perhaps adjustments in the pre-entrance testing could lead to more equitable selection. Another would be the possible encouragement of additional non-industry-specific training. Development of sound follow-up and evaluation procedures also is definitely desirable. However, consideration of complex facets such as these will require considerable collaborative, in-depth project development, prior to initial project implementation.

Potential attractiveness for AID involvement is heightened by the facts that FP clearly is at a transitional stage that few other potential donors presently are actively involved in Formation Professionnelle's development (although its current status and the relatively high degree of success in its more limited role owe much to ILO, UNESCO and French and Belgian assistance) and that Formation Professionnelle is looking to the U.S. as the most indicated source to help it move toward its new directions This is appropriate. AID itself has considerable, and for the most part successful, experience in helping develop and institutionalize such apprenticeship and skills-training programs. That experience includes previous work with organizations such as Venezuela's INCE and Brazil's SENAI, plus on-going efforts with SENA in Colombia and a current pilot program in El Salvador. Presuming that the Mission continues to pursue such an emphasis, then, it will be appropriate to consider both immediate action and longer-range programs. This is discussed further in Section III.

D. Current Limitations and Efforts in the Formal Education System

While concentration on skills-training clearly seems appropriate for AID in Morocco, as a mid-level income country, there are other dimensions which ought to be reviewed and analyzed for overall human resource development considerations. The major aggregation of these, of course, is

within the formal education system. While the situation there is not so clear as in the skills-training area, recognition of the need for change does appear. Its overwhelming characteristic is the predominance of a traditional, heavily-academic orientation. The present system clearly is not meeting the needs of the society from the standpoints of either external or internal efficiency. Again, though, there apparently is a growing recognition of a need for readjustment, coupled with the need for expansion. In recent years Morocco's educational planners, with assistance from the World Bank, UNESCO and other organizations, have begun reforms intended (a) to increase the geographical reach of Morocco's public school system, particularly at the primary school level, (b) to shift some of the emphasis in secondary education toward more utilizable -- as opposed to strictly academically-oriented -- material, and (c) to develop research and experimentation especially in projecting analysis of human resource requirements as well as development of systemic flexibility. These efforts are in varying stages of development. In large part they are supported by a series of loans from the World Bank, which is now considering a fourth education project for Morocco. This would concentrate on continued expansion of the primary system, plus emphasis on the need for change at the technical secondary education level.

From an overall human resource development point of view, one could add to those system-dimensions the desirability of more significant involvement of Morocco's institutions of higher learning in the development process. This to some extent is being addressed in the World Bank projects. However, while this obviously is desirable from a general development standpoint, benefits to the poor majority from such increases usually are indirect. This aspect therefore probably can be termed as

less immediate for AID's development policy.

E. Non-Formal Education Affecting Neglected Groups (Women)

On the other hand, development of human resources programs directed toward segments of Morocco's population currently insufficiently benefitted by the development process -- most notably poor women in both urban and rural settings -- should be considered of particular importance within the Mission's human resources strategy. Some programs for improving the life chances of Moroccan women already exist. Often they take the form of non-formal education activities. The Mission, through previous program development efforts, has identified two organizations as possible candidates for assistance in order to increase and improve the impact of current programs for poor Moroccan women. One is the program of Promotion Feminine of the Youth and Sports Ministry; the other is the Ouvroir program of the Ministry of Social Affairs and Handicrafts.

Both programs possess a national network impressive in terms of sheer numbers of centers operated and poor women served. However, it has become increasingly apparent that the Promotion Feminine is more able (and to some extent more willing) to embark on innovative programs than are the Ouvroirs. To date both programs have concentrated primarily on training in household skills, including sewing and child-care. However, Promotion Feminine is placing new emphasis on an attempt to redirect its Foyer Feminin program toward the development of more marketable and better remunerated skills for women. The recent realization of and emphasis on the need for more innovative and marketable training for women clearly should be encouraged at Promotion Feminine.

At the same time, attention must be given to Promotion Feminine's caution regarding its present ability to take on a radically new program.

given the training and skill level of its current staff. Promotion Feminine plays an important role as the primary service organization responsible for women, involving not only all aspects of their training, but also coordination of programs for women of all other Ministries and non-governmental agencies as well. Promotion Feminine desires to improve the calibre of its professional staff, both through new recruitment and through staff retraining. This should be encouraged, not only from the standpoint of Morocco's overall human resources requirements but also from the growing recognition of the desirability of increasing the participation of women in the modern sector of developing countries.

F. Management Training as it Affects Programs

One other dimension affecting human resource development as well as other areas of development concentration is provision for increased analytic and management skills. There is a definite requirement for this among Moroccan officials in positions vitally affecting the development and implementation of human resource programs both directly and through activities collaterally complementing those programs. The Mission will propose a participant training project to achieve this. It is believed that this should be encouraged and developed rapidly.

Summary of Section II

Indications of progress shown by Formation Professionnelle's skills-training program point toward a potential for greater impact among Morocco's poor majority. The organization's future plans reflect this especially. This combination is encouraging, both for benefit to the country and as a spur to A.I.D. involvement. The latter might help emphasize important initiatives such as continued outreach. Morocco's formal system requires change, may be moving slowly in appropriate

directions, and to some degree is being assisted, principally by the World Bank. Several non-formal education programs appear particularly suitable for affecting the role and status of women. Modern analytical and management training can benefit all these and similar development programs.

IV. Options and Recommended Priorities

The situations outlined above provide some fairly sound indications of viable options for AID interventions, presuming that there is general agreement on the advisability of USAID entering with some emphasis into the human resources field. The Mission already has enunciated this as one of its intentions in the current DAP and the 1979 ABS. The indications also should provide a framework for establishment of priorities.

Feasible options for the Mission obviously would include such actions as (a) attempting to evaluate and assist the formal education system, (b) concentration on skills-training exclusively, (c) assisting strictly non-formal education efforts, (d) pursuing some of these in combination, or (e) attempting to perform a full-scale human resources assessment before developing anything in the way of support. While arguments may be advanced in support of each of these, the circumstances outlined above would appear to lead to specific conclusions. The first of these is that a definite feasibility for significant skills-training development is eminently clear in the program of Formation Professionnelle. It seems clear that development of this should be encouraged. However, it is equally clear that its overall complexity and ambition demands further project exploration and development between the Mission and Formation Professionnelle. The Mission is prepared to engage at length in this process, with appropriate Formation Professionnelle officials. Fortunately, Formation Professionnelle's staff is extremely competent and seems in thorough accord with initiating this

process. The Mission is prepared through utilization of its own staff plus TDY teams, to engage in development-in-depth potentially leading to a major project in this area, involving either loan(s) or grant financing or a combination. It should be recognized that such project development may take some months but, based upon the circumstances outlined above, definitely appears worth the effort.

Within this context, however, there is one specific activity which can and should be pressed immediately. This involves principally an extension of an on-going activity of Formation Professionnelle, with a pilot adjustment to a new and, as noted above, particularly significant audience employable women. This is the project which the Mission has identified -- namely, development, through Formation Professionnelle, of industrial/commercial job training for women. Development of this activity, as a separate but clearly integral component, has the advantages of (a) being able to utilize already on-going activities, i.e., already-developed training components and skills, (b) being in line with Formation Professionnelle's overall goal of expanding its target audience, (c) offering an opportunity to provide immediate display of effective cooperation to Formation Professionnelle and the GOM as a whole in this area and (d) addressing itself to a neglected portion of the population. In addition, rapid development of this project should assist in the development-in-depth of the overall program to be worked on between Formation Professionnelle and the Mission.

Development of the overall program in skills training, through project development efforts with Formation Professionnelle, should intensify over the next few months, particularly as the five-year plan enters the analysis/implementation process. As noted above, pursuit of these opportunities is vital to an overall human resources strategy. At the

same time, it is desirable to continue work with the most effective non-formal education program currently operating in Morocco, namely that of Promotion Feminine. This is so not only because substantial previous work has laid a sound base for program development with Promotion Feminine, but also because potential benefits are particularly far-reaching. Consequently, it is recommended that the Mission proceed to develop the project with Promotion Feminine, within a relatively short time-frame. However, as noted earlier, what is required is the initiation of an almost 180-degree shift in training emphasis and a dramatic upgrading of managerial skills. This implies the establishment of a drastically different mind-set for top Promotion Feminine personnel, plus study sufficient to provide bases upon which to draw for new training concepts. In the face of relatively intensive training and study requirements, it must be recognized that actual implementation of new training-for-employment programs is some way off. The recommended course of action, therefore, is a phased-type project, with the strengthening of the organizational capacity of Promotion Feminine as the first step, and the initiation of innovative employment-related programs only later.

Parenthetically, it should be noted that USAID eventually may wish to address itself to the Ouvroir program, given the sizeable number of women this reaches. However, given the substantial organizational problems which the institution faces, the Mission feels that development of the Ouvroir project not be listed as a priority at this time.

At this point it should be again noted that the GOM places much emphasis on the need for staff training, i.e., formation des cadres. The Mission concurs in this priority and is particularly concerned about the need for upgrading planning and management skills of middle-level cadre,

Effective government action in human resource development as well as all other areas of social and economic development requires effective analytical and management skills. The Moroccan Government has expressed a strong interest in this kind of training and has asked USAID to sponsor such an activity. The Mission is pursuing this idea further with the Ministry of Foreign Affairs and Cooperation and with other GOM entities with a definite intent to collaborate with them in this priority activity.

A very legitimate question may be asked as to whether the emphasis on human resource development, as presented above in terms of Mission priorities, should wait until the completion of an AID sector analysis of the human resources sector. While it would be highly desirable to have still more reliable indications and analysis of current circumstances, potentials and likely outcomes, in terms both of overall and specific alternative courses of action at various levels it is not believed that this is completely essential at this time. One reason for this belief is that there has been a sizeable amount of analysis already based upon the data available. A further persuasion, also referred to, is the expressed preference on the part of the GOM for changes, at this time, in the directions noted above. Since this coincides with the promulgation, and anticipated analysis and implementation of the new five-year plan, it suggests that it would not be productive to wait for full-scale analysis or sector assessment before proceeding in directions indicated.

However, the overall advisability of sector assessment can not be overlooked. Assurance of the likelihood of expected outcomes and development of still more rational bases for decisions -- resting on cost-effectiveness and benefit-cost comparisons -- becomes particularly meaningful in a developing country like Morocco, where return on investment of

resources is especially significant. Should the Mission undertake consideration of sizeable additional efforts in education/human resources -- such as large-scale support to portions of the education system -- development of such an assessment will form part of that consideration.

Summary of Recommendations

It is proposed that AID (1) provide complementary support to the entire human resources area (as well as to other development areas) through participant training in analytical and managerial skills for middle-level officials, (2) support the Promotion Feminine program -- the most feasible non-formal education substantially affecting women; (3) assist the Labor Ministry in providing industrial and commercial job training for women on a pilot basis as part of its Formation Professionnelle program; (4) encourage development of a possible major vocational technical training program with this same Formation Professionnelle; and (5) if the Mission should consider undertaking additional major support to Morocco's human resources development, carry out a sector assessment as an initial step.

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT IDENTIFICATION DOCUMENT FACESHEET

TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete)

PID

2. DOCUMENT CODE: 1

3. COUNTRY/ENTITY: MOROCCO

4. DOCUMENT REVISION NUMBER:

5. PROJECT NUMBER (7 DIGITS): 608-0146

6. BUREAU/OFFICE: A. SYMBOL: NE; B. CODE: 03

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS): HUMAN RESOURCES DEVELOPMENT

8. PROPOSED NEXT DOCUMENT

A. 2 (2 = PRP, 3 = PP)

B. DATE: MM 03, YY 78

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION

a. INITIAL FY 79

b. FINAL FY 81

10. ESTIMATED COSTS ($000 OR EQUIVALENT, $1 =)

FUNDING SOURCE		LIFE OF PROJECT
A. AID APPROPRIATED		3,000
B. OTHER U.S.	1.	
	2.	
C. HOST COUNTRY		3,000
D. OTHER DONOR(S)		
TOTAL		6,000

11. PROPOSED BUDGET AID APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	PRIMARY TECH. CODE D. LOAN	E. FIRST FY 79 F. GRANT	E. FIRST FY 79 G. LOAN	LIFE OF PROJECT H. GRANT	LIFE OF PROJECT I. LOAN
(1) FH	601	600		1,000		3,000	
(2)							
(3)							
(4)							
			TOTAL	1,000		3,000	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

600 | 613 | 630 | 640

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)

BRW | BUW | DEL | EQTY | TNG

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)

To improve the quality of life of Morocco's poor and deprived.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)

To establish three pilot vocational training centers for secondary school drop-outs and to provide specialized technical training critical to the country's social and economic development.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)

TDY assistance of an Industrial Training Expert and a Technical Education Planner required in January/February 1978 - $25,000.

18. ORIGINATING OFFICE CLEARANCE

Signature: [signature]

Title: Nebojsha R. Brashich, Acting Mission Director

Date Signed: MM 05, DD 31, YY 77

19. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

AID 1330-2 (3-76)

situation for education planners. Another serious constraint is an education system patterned after the French metropole system. The result is a highly centralized school system, totally academic, ruthlessly selective, and, in many ways, unsuitable to the economic and social needs of this predominately agricultural country.

The school system consists of 5 years of primary school, 4 years of lower cycle of secondary school, 3 years of upper cycle of secondary school culminating in the baccalaureate (BAC). University training programs vary from 4 to 6 years depending on the field of concentration. School enrollment among school age children is as follows: primary school 54%, secondary school 13%, and university 2%.

Repeater rates among students are very high, averaging 32% in primary schools, and 18% in secondary schools. Drop-out rates are dramatic, especially among girls and rural children. Less than two out of ten of those attending school complete four years, and the vast pool of youth and adults remaining without basic educational skills is reflected in the 75 percent national Arabic illiteracy rate. Only 31% of pupils who complete primary school enter secondary school; only 53% of brevetes enter the upper cycle of secondary school; and only 60% of the students who complete the 12 year course receive the coveted"BAC" without which there is no entry to higher education.

The drop-out rate is particularly disburbing since it represents a wasted investment. In 1976, some 45,000 withdrew from secondary school after several years of formal education without receiving an academic diploma and without a marketable skill.

Some educators and planners are now seeing the problem of the present rigid system with its concentration on the academic. Some are looking for alternatives in nonformal education programs and in vocational education. The Ministry of Education has a technical education track, but this again is highly formal. The graduates from the technical lycees receive a Bac, after which they enter the university in Morocco or go on to France for advanced training.

A nationwide system of vocational technical training at the secondary level does not exist. The Ministry of Labor in coordination with private industry and the Chamber of Commerce has a network of 36 regional centers for industrial and commercial training for 4,000 students who receive two years of technical training after the brevet in electricity, auto mechanics, watch-making, welding, printing, tailoring, and other trades. The Ministry of Education has a pilot industrial arts school for 200 boys in

V. OTHER DONORS

The GOM has received significant assistance from the World Bank, France, Belgium, Canada, and Germany for the expansion and strengthening of the formal education system.

VI. ESTIMATED COSTS OF THE PROPOSED ACTIVITIES

A.	Technicians	$ 500,000
B.	Equipment	1,000,000
C.	Training	1,500,000
	Total AID Contribution	$ 3,000,000
	Total GOM Contribution (including land, buildings, equipment and personnel)	$ 3,000,000

VII. The services of two experts in education planning and industrial training are required in January 1978 to collaborate with the GOM and USAID in developing a PRP for this proposal.

INFO SEPTEMBER 1977

TELEGRAM

09/123 PROJECT 603-

ACTION: DIR (due 9/12)
AID

UNCLASSIFIED
Classification

STATE 211951

INFO: A 030305Z SEP 77
AID FM SECSTATE WASHDC
DCM TO AMEMBASSY RABAT 0355
ECON BT
JAO UNCLAS STATE 211951
CHRON
Sjk AIDAC
PROG2
FFP E.O. 11652: N/A
CHRON
RF

031325 SEP 77

BEST AVAILABLE COPY

SUBJECT: REVIEW OF PID ON HUMAN RESOURCES DEVELOPMENT: PARTICIPANT TRAINING PROJECT

1. THE NEAC REVIEWED THE SUBJECT PID ON AUGUST 16 AND DETERMINED THAT THE DOCUMENT ITSELF EMBRACED TWO DISTINCT POTENTIAL PROJECTS, WHICH WE ARE TREATING IN SEPARATE CABLES. THE ONE ADDRESSED IN THIS CABLE RELATES TO PARTICIPANT TRAINING IN THE U.S. (AND POSSIBLY THIRD COUNTRIES). WE BELIEVE THIS PROVIDES THE BASE FOR A TRAINING FOR DEVELOPMENT PROJECT. IN OUR VIEW THIS IS A PROPER INITIATIVE FOR THE MISSION/GOM TO PURSUE AND WE WOULD ENCOURAGE YOU TO PROCEED WITH ITS DEVELOPMENT AS SUCH. TO ASSIST YOU IN THAT REGARD, WE HAVE ATTEMPTED TO OUTLINE SOME OF THE ISSUES WHICH SHOULD BE TREATED AS YOU PROCEED WITH PROJECT DEVELOPMENT, ALTHOUGH WE ARE REQUESTING THAT A REVISED PID OR INTERIM REPORT BE SUBMITTED RELATIVELY SOON, SO THAT WE MAY REVIEW IT ON THAT BASIS. WE ALSO ARE PREPARED TO PROVIDE TDY ASSISTANCE IN MOVING THIS PROJECT FORWARD, AS INDICATED IN PARAGRAPH 5.

2. IN DEVELOPING A PROJECT FOR (PARTICIPANT) TRAINING FOR DEVELOPMENT, ONE OF THE FIRST QUESTIONS TO EXAMINE WILL BE THE NEED TO WHICH THE TRAINING WILL RESPOND. THE PID STRESSED NEED FOR TRAINING IN MANAGEMENT AND TECHNOLOGY FOR GOM OFFICIALS DEALING WITH PRIORITY AREAS IN HEALTH, AGRICULTURE AND EDUCATION. WE BELIEVE THAT WE UNDERSTAND IN GENERAL HOW ADVANCED MANAGEMENT AND TECHNICAL TRAINING CAN CONTRIBUTE TO PLANNING AND IMPLEMENTATION OF THE OVERALL DEVELOPMENT PROCESS, ESPECIALLY AS THIS IS DESIGNED TO BENEFIT THE POOR MAJORITY THROUGH ACTIVITIES IN THE FIELDS OUTLINED. HOWEVER, IT WILL BE NECESSARY TO EXAMINE THIS IN THE MOROCCAN CONTEXT. TO HELP IN THIS REGARD, AND ALSO, FYI WE ARE FORWARDING SEVERAL RECENT PROJECT PAPERS FROM OTHER NE COUNTRIES THAT HAVE EXAMINED THIS ISSUE. END FYI.

UNCLASSIFIED
Classification

3. THERE ALSO IS A POLICY QUESTION CONCERNING THE DIRECTION OR PARAMETERS OF COMPLEMENTARY SUPPORT WHICH SUCH A PROJECT SHOULD BE DESIGNED TO PROVIDE, I.E., WHETHER TRAINING FOR DEVELOPMENT SHOULD CONCENTRATE ON AREAS RELATED TO THOSE OF PRIMARY CONCERN TO AID OR BE SOMEWHAT BROADER-GAUGED. WE FAVOR THE FIRST POSITION, BUT IT IS POSSIBLE THAT FACTORS IN MOROCCO'S DEVELOPMENT CIRCUMSTANCES MIGHT URGE THE OTHER APPROACH. THIS QUESTION ALSO SHOULD BE TREATED EARLY ON IN PROJECT DEVELOPMENT.

4. OTHER DIMENSIONS OF THIS PROJECT WHICH SHOULD BE EXAMINED AND TREATED IN THE DOCUMENT REQUESTED INCLUDE TRAINING PROGRAMS AVAILABLE FROM OTHER DONORS THE EXTENT OF TRAINING INDICATED, MEANS OF SELECTING PARTICIPANTS, FOLLOW-UP MECHANISMS AND EXPECTED IMPACT OF THE PROGRAM. WHILE MANY OF THESE ARE STANDARD ISSUES FOR A PROJECT OF THIS TYPE, THEY NEED TO BE ADDRESSED IN THE SPECIFIC CONTEXT OF DEVELOPMENT EFFORTS IN MOROCCO.

5. WE ANTICIPATE THAT MANY OF THESE ISSUES CAN BE RESOLVED TENTATIVELY DURING EARLY STAGES OF PROJECT DEVELOPMENT. CONSEQUENTLY, AS NOTED EARLIER, WE BELIEVE THE NEXT STEP CAN BE THE PREPARATION OF A REVISED PID OR INTERIM REPORT, WHICH SHOULD MORE FULLY SET FORTH THE STRUCTURE OF THIS PROJECT ON ITS OWN FOOTING, PRESUMING THAT THE GOM IS INTERESTED IN THE POSSIBILITY. WE RECOGNIZE, HOWEVER, THAT EVEN INITIAL DEVELOPMENT OF THE PROJECT, PARTICULARLY AS A SEPARATE ACTIVITY, WILL REQUIRE ADDITIONAL TIME AND EFFORT ON THE MISSION'S PART. THEREFORE WE ARE PREPARED TO ASSIST YOU THROUGH DIRECT HIRE AND/OR CONTRACT TDY IN THIS EFFORT. WE WILL APPRECIATE YOUR REACTION TO OUR RECOMMENDATIONS, AND IF YOU ARE IN ACCORD, INDICATIONS OF TYPES AND TIMING OF TDY ASSISTANCE YOU WILL REQUIRE, PLUS YOUR ESTIMATION OF WHEN THE DOCUMENT REQUESTED MIGHT BE READY FOR SUBMISSION. CHRISTOPHER

INFO OCT-01 NEA-10 IGA-02 EB-08 /048 R

DRAFTED BY NE/NENA/M:FGTOWERY;NE/TECH/HRST:JFSMITH:JAP
APPROVED BY AA/NE:JWHEELER
NE/TECH:WFGELABERT
NE/DP:SSINGER (DRAFT)
NE/CD:JWILLIAMS (DRAFT)
NE/NENA/TM:LCSTAMBERG (DRAFT)
GC/NE:JMULLEN (DRAFT)
NE/NENA:JKNOLL
DAA/NE:AWHITE
DESIRED DISTRIBUTION
SR ACTION NE 10 CHRON 1 2 3 7 8 INFO GCNE RS IA IIA PDC PPC GC GCFLD
IT OA AAID ES SER 27P

----------124241 230246Z /13

P 230114Z FEB 78
FM SECSTATE WASHDC
TO AMEMBASSY RABAT PRIORITY

UNCLAS STATE 046561

AIDAC

E.O. 11652: N/A

TAGS:

SUBJECT: COMMENTS ON INTERIM REPORT DEVELOPMENT TRAINING AND CONSULTANTS

REF: (A) STATE 211951; (B) STATE 08147; (C) STATE 068342

1. PROJECT REVIEW COMMITTEE HAS REVIEWED THE INTERIM REPORT ON DEVELOPMENT TRAINING AND CONSULTANTS AND AS PART OF ITS REVIEW, THE MISSION'S HUMAN RESOURCE (H.R.) STRATEGY PAPER. BASED ON THIS REVIEW, AID/W RECOMMENDS THAT THE MISSION PROCEED WITH DEVELOPMENT OF A FINAL PP. IN THIS REGARD, THE MISSION MAY FIND HELPFUL THE GENERAL COMMENTS BY THE ADMINISTRATOR REGARDING PARTICIPANT TRAINING CONTAINED IN PARA 5, REF. C. FOLLOWING ISSUES SHOULD BE MORE SHARPLY FOCUSSED ON AND FULLY DEVELOPED IN FINAL PP, WHICH ALSO WILL REQUIRE APPROPRIATE RE-ORGANIZATION AND REFINEMENT OF MATERIAL CONTAINED IN INTERIM REPORT.

2. PROJECT DESIGN:

A. PROJECT RATIONALE, OBJECTIVE AND MEANS FOR IMPLEMENTATION SHOULD SPECIFY MORE CLEARLY HOW PROJECT WILL OVERCOME CRITICAL MANPOWER BOTTLENECKS IMPEDING SUCCESSFUL PLANNING, IMPLEMENTATION AND ADMINISTRATION OF KEY GOM

ECONOMIC DEVELOPMENT PROGRAMS. SUGGEST THAT THIS CAN BE ACCOMPLISHED THROUGH CLEARER PRESENTATION OF HOW CONTEMPLATED TRAINING WILL REMEDY THE PROBLEMS ADDRESSED, RELATING LINKAGES BETWEEN TRAINING MIDDLE LEVEL GOM OFFICIALS AND INCREASED BENEFITS FROM PROGRAMS AND PROJECTS TO MEET AID'S MANDATED OBJECTIVES. WE PRESUME THAT A PARTICULAR TRAINING EMPHASIS COULD CUT ACROSS VARIOUS SECTOR AND PROJECT LINES. IMPLICATIONS OF THIS SHOULD ALSO BE DISCUSSED.

B. LOGFRAME NEEDS SOME REFINEMENT. STATEMENTS OF GOAL AND PURPOSE ARE ALMOST IDENTICAL AND THERE IS SOME CONFUSION AS TO WHO IS TO BE INCLUDED IN TRAINING, I.E., QUOTE KEY GOM OFFICIALS UNQUOTE, QUOTE MIDDLE LEVEL GOM PROJECT MANAGER UNQUOTE OR QUOTE 200 MOROCCAN MIDDLE-LEVEL OFFICIALS UNQUOTE.

3. IMPLEMENTATION:

A. PP SHOULD PROVIDE CLEAREK DELINEATION OF INSTITUTIONAL ARRANGEMENTS, MECHANISMS OR METHODS GOM WILL UTILIZE TO DETERMINE TRAINING NEEDS FOR IMPROVED MANAGEMENT TECHNIQUES AND SKILLS RELATED TO KEY DEVELOPMENT PROGRAMS AND HOW POTENTIAL TRAINEES WILL BE IDENTIFIED AND SELECTED. PAST EXPERIENCE WITH TRAINING PROGRAMS OF BOTH GOM OFFICES AND USAID SHOULD BE EXAMINED IN ARRIVING AT THE RECOMMENDED COURSE OF ACTION. PP ALSO SHOULD ASSESS AND DISCUSS GOM'S MECHANISM FOR ABSORPTION AND UTILIZATION OF RETURNED PARTICIPANTS.

B. MORE DETAILED UNDERSTANDING OF HOW THE TRAINING SHOULD BE STRUCTURED IS NEEDED. PP SHOULD PROVIDE SUFFICIENT INDICATION AS TO WHAT SPECIFIC TRAINING WOULD CONSIST OF, I.E., GENERAL MANAGEMENT THEORY AND CONCEPTS, MANAGEMENT AND ADMINISTRATION IN A PARTICULAR FIELD, OR HEAVY EMPHASIS ON PRACTICAL EXPERIENCE. IT MAY WELL BE THAT MISSION/GOM CURRENTLY LACK DETAILED UNDERSTANDING OF HOW ALL THE REQUIRED TRAINING SHOULD BE STRUCTURED. IF THAT IS CASE, THE PP SHOULD PROVIDE ADEQUATE EXPLANATION OF HOW THE FIRST QUOTE TRANCHE UNQUOTE OF TRAINEES SHOULD BE PROGRAMMED. APPROVAL OF SUBSEQUENT TRANCHES OF TRAINEES COULD THEN BE BUILT INTO THE IMPLEMENTATION PLAN.

C. IN FINALIZING PP, ALTERNATIVES FOR HANDLING PROJECT FUNDS SHOULD BE ANALYSED AND DETERMINATION MADE AS TO WHETHER FUNDS SHOULD BE PROGRAMMED BY AID DIRECTLY THROUGH THE GRANT/PIO/P PROCESS OR BY GRANT FUNDED USAID OR HOST COUNTRY CONTRACT WITH A U.S. INSTITUTION TO IMPLEMENT PROJECT.

4. WHILE OFFICE OF BILATERAL COOPERATION OF MINISTRY OF FOREIGN AFFAIRS OBVIOUSLY IS PRIMARY SOURCE FOR MOST IMPLEMENTATION INFORMATION NEEDED, WE SUGGEST THAT APPROPRIATE OFFICE IN MINISTRY OF PLAN ALSO HELP SUPPLY ADDITIONAL INPUT. WE SUGGEST THAT THE NEXT STEP IS TO OBTAIN ADDITIONAL INFORMATION DETAILED ABOVE IN ORDER THAT INTERIM REPORT CAN BE RESTRUCTURED INTO A FINAL PP. PLEASE PROVIDE ESTIMATE WHEN MISSION WOULD EXPECT SUBMIT FINAL PP FOR AID/W APPROVAL AND IF MISSION CONSIDER IT ESSENTIAL TO HAVE TDY ASSISTANCE FOR COMPLETION PP. VANCE

ROYAUME DU MAROC

MINISTÈRE D'ÉTAT
CHARGÉ
AFFAIRES ÉTRANGÈRES
ET DE LA COOPERATION
D.C.E.C. /MAE/1/SM

RABAT, LE 16/12/77

JD
1/8037

Le Ministère d'Etat Chargé des Affaires Etrangères et de la Coopération présente ses compliments à l'Ambassade des Etats-Unis d'Amérique à Rabat et a l'honneur de se référer à l'entretien qui a eu lieu au siège de ce département entre le Docteur Zine El Abidine Alaoui, Directeur des Affaires Economiques et de la Coopération et Monsieur Disdier, Directeur de l'U.S.A.I.D. à Rabat au sujet de la Coopération entre le Maroc et les U.S.A. dans le domaine de la Formation des Cadres pour lui confirmer l'intérêt que porte le gouvernement de Sa Majesté le Roi à la réalisation d'un tel projet.

A toutes fins utiles, il est à rappeler que ce projet d'une durée de 5 ans, a pour but de promouvoir les aptitudes et les qualifications administratives, analytiques et dans le domaine de la gestion de 230 cadres environ, tous responsables au sein de Ministères et Organismes Marocains.

Par ailleurs, ce chiffre de 230 cadres n'est pas limitatif et pourrait être dépassé si les Ministères et Organismes précités disposaient de plus de candidats.

En conséquence, le Ministère d'Etat Chargé des Affaires Etrangères et de la Coopération, saurait gré à cette ambassade de bien vouloir informer les autorités américaines compétentes de ce qui précède et de lui faire connaître la date de départ pour les U.S.A. du premier groupe de stagiaires marocains et ce afin que les dispositions nécessaires soient prises à cet effet en temps utile.

ROYAUME DU MAROC - MINISTÈRE DES AFFAIRES ETRANGÈRES

SSADE DES ETATS-UNIS D'AMERIQUE

RABAT

AID 1020-28 (1-72)

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 1978 to FY 1983
Total U.S. Funding $4,503,000
Date Prepared: May 1, 1978

Project Title & Number: DEVELOPMENT TRAINING AND MANAGEMENT IMPROVEMENT 608-0149

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: To increase planning and management capabilities within Moroccan ministries to effectively carry out development programs.	Measures of Goal Achievement: 1. Introduction of new elements of modern management and analytical techniques into the development programs of ministries concerned with social and economic development activities. 2. More effective response of GOM to socio-economic development problems.	1. Review of evaluative reports of USAID and other donors on GOM development programs. 2. Evaluate institutions themselves which are responsible for planning and implementing development programs	Assumptions for achieving goal targets: 1. That training provided will equip the participants with more effective management and administrative skills. 2. That returnees will be able to utilize newly learned skills in supporting specific economic and social development programs. 3. That GOM will continue current socio-economic development policies. 4. That GOM will not drastically change current personnel policies and standards.
Project Purpose: To upgrade the managerial, and analytical expertise of key GOM officials in public and semi-public institutions which are furnishing complementary support to development programs in Morocco .	Conditions that will indicate purpose has been achieved: End of project status. 220 Moroccan middle-level officials will have been trained in modern techniques in analysis and management as relating to development programs. They will have returned to appropriate positions in which they are utilizing their newly acquired skills to help provide collateral support to development programs.	1. AID training office records 2. Ministry records 3. Reports of other donors agencies 4. Interviews with Ministry officials 5. Interviews with participants 6. Observation and analysis by the project staff itself.	Assumptions for achieving purpose: That the GOM will utilize the returned participants in positions where they can apply the skills they have learned in support of Morocco's socio-economic development programs.
Outputs: .Key GOM officials trained (LT) in analytical nd management skills at American universities . Middle level GOM project managers trained ST) in analytical and managerial skills in SA, third countries, or Morocco. . Establishment of effective system within OM to identify and satisfy training requirements in management for critical development ctivities.	Magnitude of Outputs: Number of trained Moroccan officials Long-term / Short-term 1st year: 20 / -- 2nd year: 45 / 20 3rd year: 50 / 40 4th year: 25 / 20 Total: 140 / 80 = 220	1. AID reports 2. GOM Ministry reports 3. Interviews with returnees and their supervisors 4. Annual informal evaluations 5. Formal evaluations at end of second year and fourth year.	Assumptions for achieving outputs: 1. That identification, selection, and placement procedures for training wil function effectively. 2. That mechanisms for absorption an utilization of returned participants also operate effectively. 3. That the general operation of the GOM bureaucratic system handling the development process will continue in previously delineated policy directic without exceedingly drastic changes.
Inputs: A.I.D. . Finance long term training in USA of 140 oroccan officials . . Finance short-term training of 80 Moroccans . Provide short-term consulting services of ight international training experts. GOM . Payment of salaries of 220 long-term rainees . Meet replacement and substitution staff costs . International air fare & per diem for 220	Implementation Target (Type and Quantity) A.I.D. ($000) 1. 3,360 2. 640 3. 200 Contingency/inflation 303 Total 4,503 GOM 1. 1,080 2. 360 3. 220 Total 1,660		Assumptions for providing inputs Assurance of timely and adequate provision of financial and other support to the project both from AID and the GOM.